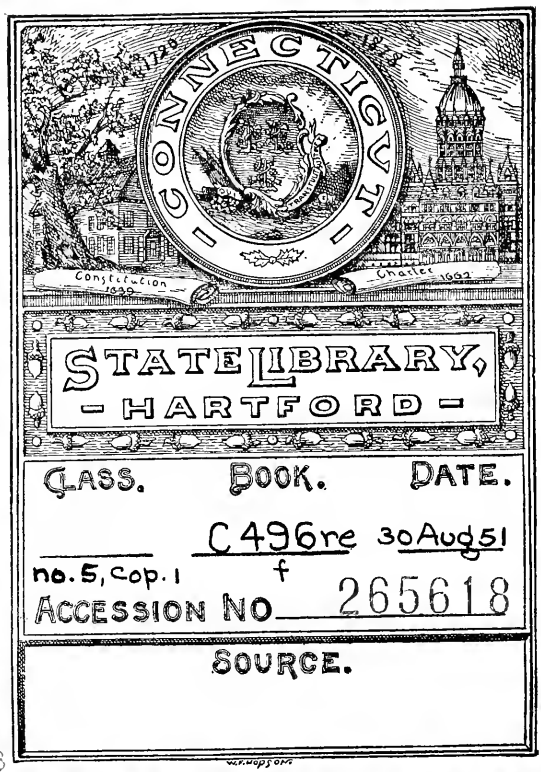

FINAL REPORT

on

CONNECTICUT STATE HIGHWAY DEPARTMENT

of

SURVEY UNIT #5

to the

COMMISSION ON STATE GOVERNMENT ORGANIZATION

Project Director, Spencer Miller, Jr.
Associate Director, Fred A. Schuckman

Project Associates:
Sigvald Johannesson
Alexander W. Muir
Harold W. Giffin
John W. Aymar
Kenneth C. Tippy

Project Staff Assistants:
Henry Schanck
William Brennan
Frank W. Haines
Alvin Peterjohn
Clarence Ziegler
William Moore
Charles Levine
Arthur A. Quinn

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THE DEVELOPMENT OF THE CONNECTICUT HIGHWAY SYSTEM

I - EARLY HISTORY THROUGH THE TURNPIKE ERA

"The road that leads to Wallingford, it runs
through mire and stone.
I was parched with the dust, I was bleeding
and alone.
'My lad, you will die, if you do not tarry here.'
But I had to get to Killingworth while day
was on the mere."

This verse from the "Connecticut Road Song", by one of the most gifted of all Connecticut's poets - the late Anna Hempstead Branch - is but one of the countless ways in which roads have been interwoven in the history and literature of this typical New England State.

In the century and a half following the first settlements along the Connecticut Valley in the 1630's the roads that followed the courses of earlier Indian Trails were both rough and infrequent. They were at best but improvised wagon trails, "constructed more for the roe buck than for laden horses and conveyance", as one European visitor observed in 1780.

Early transportation in the Colonial era was by water along the rivers rather than by trail and road. This very lack of communication between the sparsely settled communities beyond the river valleys developed a sturdy self-reliance among the populace and contributed in no small measure to the individualism of the Connecticut Yankee. In an appraisal of this situation Isabel Mitchell wrote, "Bad roads discouraged intercourse, lack of intercourse increased isolation, isolation developed independence and a lack of co-operation which in turn caused the roads to suffer."

It was not until the end of the 18th century with the coming of the stage coach that the need for more adequate roads became felt and an effort was made to serve this need. Roadbuilding began first in Connecticut as in other states along the Atlantic seaboard, as a commercial venture with the chartering of private corporations authorized to construct and maintain toll roads. These early corporations were given franchises not only to collect tolls, but even to conduct lotteries to raise the necessary road construction funds. Under such an arrangement the first of the toll roads was built in the State following the course of an old Indian trail and was known as the Mohegan Road between New London and Norwich - a distance of some 14 miles.

In 1792, the legislature enacted a law providing the establishment of a toll gate, (the second to be authorized, but the first to be completed in America) and appointed a Board of Commissioners to maintain the Mohegan Road which had been privately built earlier

but was not owned by a corporation. Thus this became one of the earliest State roads in America. In this same year the third toll gate in the United States was established on the Greenwich Road. Five years later, the General Assembly, in 1797, granted a franchise to the Boston Turnpike Company to construct "the Middle Turnpike" from Hartford through East Hartford, Bolton, Coventry, Mansfield, Ashford, Pomfret and Thompson to the Massachusetts line".

Between 1795 and 1853 turnpike franchises were granted for no less than 121 Toll roads. The Talcott Mountain Turnpike Company was chartered in 1798 to construct and maintain a road from Hartford through Farmington to New Hartford". The charter granted for a turnpike to Bristol in 1801, however, was revoked in 1810.

During the next half century other important toll roads were built by the Hartford and New Haven Turnpike Company and the Green Woods Company, but they found it increasingly difficult to satisfy the public. And this in spite of the fact that exemptions from tolls were granted in all cases to church goers, funeral attendants, members of the militia and all mill employees. It was evident that highway policy based on the commercial concept could not satisfy for long the traveling public. In addition, indifferent management, excessive administrative costs and rising railroad competition all contributed to the general dissatisfaction.

The coming of the railroads in Connecticut in the 30's and 40's of the last century, in spite of considerable public opposition, brought not only a new competitive factor but witnessed the passing of highway toll collections and subsequently many of these toll roads. When, for example, the New London, Willimantic and Palmer Railroad opened its line parallel to the Mohegan Road in 1849, tolls which had been collected on this turnpike since1792 were suspended.

Still another eventin the annals of road construction of the state was the invention in 1858 of the stone crusher by Eli Whitney Blake of New Haven which made possible for the first time economical large scale highway construction. The importance of thisinvention can be quickly grasped. A hundred years ago there was scarcely a dozen miles of macadam road in all of New England; today there are more than 5,000 miles of hard-surfaced road in Connecticut alone.

The private turnpike corporations in Connecticut began to relinquish their charters by the middle of the 19th century. The last of the old pikes,the Derby Turnpike - abandoned its franchise in 1895. And with it ended an era in Connecticut roadbuilding. As the turnpike companies dissolved, the road mileage reverted to full public status and became a chrge on the public revenues. Government action thereupon became imperative and the Legislature in 1895 created a Commission to assume responsibility for all highways. Its establishment marked a new era in roadbuilding in the state.

II - THE GROWTH OF THE STATE HIGHWAY SYSTEM

The Connecticut State Highway Department, established in 1895, with a three-man Commission, is the second oldest organization of its kind in the United States; it is today the largest single department in the State Government.

The primary purpose of the Department under its original Commission was to provide money to the local units of government to assist on local construction; its function consisted chiefly in supervision of the work done in the various towns. Within two years, the three-man Commission was abolished and a one-man executive appointed to localize administrative responsibility. The first appropriation by the State for road construction made for the biennium ending June 30, 1897, was $150,000.

While the State had established a Highway Department in the closing decade of the 19th century in Connecticut it preceded rather than followed the advent of the automobile in the State. While there are records of a few automobiles prior to the turn of the century in Connecticut, it is significant that by 1903, the first year that motor vehicles registrations were required by law, there were but 1,353 in the entire State, or one for every 700 in the population. In that same year the State Department of Motor Vehicles was established. Two years earlier in 1901, the first automobile legislation to be passed in the nation was enacted at Hartford which established a "speed limit of 12 miles per hour and 8 miles per hour in the City".

The growth of the Department falls into four distinct periods in each of which new objectives have been added to old ones that had been assumed. These can be briefly summarized as follows:

First Period - 1895-1908

All roads were under local jurisdiction with grants being extended by the State to local government to assist in the construction of roads. The need for a trunk line system first became recognized. The State Highway Commissioner in 1899 suggested in his annual report a "plan leading ultimately to Trunk Lines through the state."

Second Period - 1908-1924

The trunk line system was approved and adopted by the State Legislature. The jurisdiction of completed trunk line systems was transferred to the State Highway Department. Roads not on this system were designated as State-Aid roads, the state sharing 3/4 of cost of construction and maintenance with the local governmental contribution being 1/4.

Third Period - 1921-1931

The State Highway Department assumed all maintenance cost on State-Aid Roads. First traffic studies made to determine road needs.

Fourth Period - 1931-1948

Progressive development of a State highway system composed of 2,888 miles of State Highways and 11,493 miles of local roads. First parkways constructed.

The motor car era did not begin in Connecticut, however, before the end of the First World War. Up to 1915 total expenditures of the Highway Department had not exceeded $8,000,000; motor vehicle registrations were still under 50,000. Beginning with 1920 registration increased to 135,395 and highway expenditures rose to $15,457,000. From then on public expenditures on highways began to mount at an accelerated rate. Expenditures rose to $19,712,000 in 1925; to $28,153,000in 1930; to $36,108,000 in 1936; then dropped during the latter part of the depression to $29,553,000 in 1940, and declined during the years of the 2nd World War to $19,715,000 in 1944. Since World War II's end the expenditures have increased rapidly to the present sum in excess of $37,000,000 a year.

Road mileage both on the trunk lines and on rural roads increased rapidly from 1920 onward in direct proportion of these larger amounts of public funds appropriated for highway construction. From a few miles in 1895, the highway system has been extended over the past fifty years until it encompasses today nearly 3,000 miles of paved roads. More than 98% of the rural population in the State is now served by all weather roads.

During this entire period from 1895 to 1948 the State has invested a total sum in all road construction of $458,000,000 in its highway system - the great bulk of it since 1925 - a sum in excess of that invested in any other single public improvement. To this total capital outlay the State now makes additions each year of approximately ten million dollars.

To maintain as well as add to the State Highway system involves a large public expenditure. The budget of the Highway Department is currently the largest single item of State expenditure. For the biennium, 1949-51, the proposed expenditures of the Highway Department are $69,000,000. which comprises approximately 23% of the total state expenditures. Fifty-nine million dollars of this amount is derived from Connecticut taxpayers in the form of gasoline taxes, motor vehicle license fees, driver registrations, and tolls. A portion of the total receipts of the Highway Fund comes from excise taxes paid by non-resident motorists who purchase gasoline in Connecticut or pay tolls on the Parkways. Ten million dollars of this total amount for the current biennium is contributed by the Federal Government through grant-in-aid. These receipts are deposited in a separate account or dedicated fund which by law must be expended for highways or related highway purposes.

With its defined responsibility to provide a system of adequately surfaced trunk line highways, and through assistance to the towns, to provide a State-aid system of roads, the Connecticut State Highway Department presently employs a total personnel of 3,000. Thus, it is the largest single department with more than 1/5 of the 17,000 employed in all the Executive, Legislative and Judicial branches of the Connecticut State Government.

From 1939 to 1942 prior to America's active participation in World War II, the public expenditures for Connecticut highways exceeded that for either Education, Health, or Welfare and Corrections. In 1941 and 1942, these expenditures, moreover, exceeded those of all other agencies such as Unemployment Compensation, Public Safety, etc. Since the War's end, highway expenditures have increased to an amount in excess of its pre-war outlays, and have consistently been ahead of that spent for education in spite of the fact that Education has been a recognized function of State Government for over a hundred years. Highway Department expenditures in these past three years, however, were approximately $7,000,000,000 less than those for Health, Welfare and Corredtions.

III - CONNECTICUT'S PRESENT HIGHWAY SYSTEM

The total road system of Connecticut today consists of 14,487 miles of parkways, highways, roads, and streets, of which 2,947 miles are in the State system and 11,540 miles are in the local systems.

The State highway system, comprising 2,947 miles, is constituted as follows:

State Highway System

Federal aid interstate	247
Federal aid primary	790
Federal Aid secondary	1,013
Parkways	82
Other State Highways	815
TOTAL	2,947

The local road and street systems of the State comprise 11,447 miles of road, constituted as follows:

Local Roads

Federal Aid Interstate	20
Federal Aid Primary	33
Federal Aid Secondary	85
Unimproved Trunk Lines	381
Other streets and Roads	11,021
	11,540

Cost of Construction

The costs of construction of highways in Connecticut compare favorably with those of neighboring States. Right of way acquisition is high in many of the urban areas because of the intensive land use in areas important for highways and has tended to increase property values. In States less far along in their development with less intensive land-use, the need for public roads for opening up the countryside tend to keep the cost of property acquisition low.

A review of construction projects by types for the years 1948 and 1949 disclose both the current trend of prices, and the spread between Town-Aid Construction and State highway construction. For the most part Town-Aid is water bound macadam and rolled bank gravel; State highway construction is reinforced concrete, bituminous concrete, and bituminous macadam. The current and comparative costs are attached herewith.

The construction costs used in estimating Connecticut's Highway needs in 1947 are a present measure of unit costs.

2 lane highways (under 500 cars a day)	$ 50,000 per mile
2 lane highways (500 to 1,000 cars a day)	75,000 " "
2 lane highway (on old roadbed)	100,000 " "
2 lane highway (new location)	150,000 " "
4 lane divided (" ")	300,000 " "
6 lane divided (" ")	400,000 " "
River Bridges (at or near 90° crossing; skew structures higher)	
2 lane (under 1,000 cars per day)	$ 600 per lin. foot
2 lane (over 1,000 cars per day)	850 " " "
4 lane divided	1,500 " " "
6 lane divided	2,200 " " "
Grade Separations (at or near 90° crossing; skew structures higher)	
2 lane over 2 lane	$ 80,000 each
2 lane over 4 lane	100,000 "
4 lane over 2 lane	140,000 "
4 lane over 4 lane	170,000 "
Viaducts	1,300 per lin.foot

Access Ramps $75,000 per mile

Right of Way Costs

Rural - 10% to 15% of Construction Cost

Urban - House counts x average value plus other structures and land at estimated values.

REINFORCED CONCRETE
1948 and 1949

PROJECT	Pavement Width	Shoulder Width	Cost per mile based on low bid
Hamden - W.C. Parkway	Dual - 24'	8'	$323,953
Manchester-S.Windsor-Vernon W.C. Highway	Dual - 24'	8'	222,209
Seymour-Beacon Falls	Dual - 24'	8'	298,988
North Canaan - Rt. 44	22'	8'-10' Berm	121,947
Orange-Woodbridge-New Haven W.C. P. Rt.34 to Tunnel	Dual - 24'	8'	360,931
Portland - Route 6A & 17	Dual 24' & Varies	8'	172,914
Seymour - Bank St.	24'	10' & Varies	214,701

Above costs are contract items, only, and do not include structures.

BITUMINOUS CONCRETE

PROJECT	Pavement Width	Shoulder Width	Cost per mile based on low bid
Fairfield - Pequot Ave.	22'	Varies	$208,345
Fairfield - Straffield Rd.	24'	10'	220,025
Glastonbury-Marlborough N. London Tpk.	24'	8'	173,385
Hampton - Relce. Rt. #6	22'	10'	133,411
Salem-Montville -4 section N. London Tpk.	24'	8'	137,871
Bloomfield - Simsbury Rd.	23'	8'	112,273
Groton - West Mystic Ave.	30'	Lip	87,403

BITUMINOUS CONCRETE (cont.)

PROJECT	Pavement Width	Shoulder Width	Cost per mile based on low bid
Hebron-Columbia - Hebron Col. Rd.	22'	8'	$ 94,749
Norwich-Franklin - Reloc. Rt. 32	24'	8'	106,300

Above costs are contract items, only, and do not include structures.

BITUMINOUS MACADAM

PROJECT	Pavement Width	Shoulder Width	Cost per mile based on low bid
Weston - Sport Hill Rd.	24'	10'	$176,000
Killingly - Mechanics St.	22'	None	91,132
Plainfield - Ward Ave. Moosup	24' 6"	1' lip curb	107,455
Suffield - S. Grand St.	24'	6'	39,002
Suffield - North St.	24'	4'	47,568
Watertown & Thomaston - Rt. U.S. #6	22'	8'	139,009
Woodbury-Watertown Rd.	22'	8'	144,538
E. Granby - Hatchett Hill Rd.	20'	5'	58,882
Madison - South of Rt. 80	18' x 22'	5' x 8'	62,330
N.Haven - Skiff & Moulthrop St.	20'	3'	54,732
Plainville - Hughes, Cross & Wilson St.	20'	1' Bit. Lip	47,673

Above costs are contract items, only, and do not include structures.

WATERBOUND MACADAM

PROJECT	Pavement Width	Shoulder Width	Cost per mile based on low bid
East Granby - North Rd.	20'	2' earth	$ 26,910
Middlefield - Russell Lane & Powder Hill Rd.	18'	3'	29,008
Durham - Tuttle Rd.	16'	3'	19,503

Above costs are contract items, only, and do not include structures

TRAFFIC BOUND GRAVEL

Project	Pavement Width	Shoulder Width	Cost per mile based on low bid
Ashford - Slade Road	20'	1'	$ 25,387
Brooklyn - Bailey Wood Rd.	16'	2'	16,280
Colebrook - Sandy Brook Rd.	22'	2'	51,184
N. Stonington - Dennison & Ryder Rds.	18'	1'	14,900
Thompson - Line House Rd.	16'	2' (Wider at boulder rail)	22,608
Woodstock - Old Tpk & Rocky Hill Rds.	16'	None	27,594
Hartland - Smith Rd.	16'	2'-3' W.R.R.	32,477
Lebanon - 4 sections of Rd.	14'	None	15,787
Lebanon - Bog Lane & Gates Rd.	14'	3' W.R.R. only	16,678

Above costs are contract items, only, and do not include structures.

ROLLED BANK GRAVEL

PROJECT	Pavement Width	Shoulder Width	Cost per mile base on low bi
E. Lyme - Hope, Methodist Sts. & Lake Ave.	20' - 22'	1' - 6'	$ 27,564
Franklin - Dr. Nott & Kahn Rds.	12' - 14'	2' earth	21,126
Granby - Mountain Rd.	16'	3'	25,201
Haddam - Jadoby & Wiese-Albert Rds.	14' - 16'	2'	20,546
Lyme - Mitchell & Brush Hill Rds.	18'	None	21,023
Montville - Oxoboro Brook Rd & Gallivan Lane	16'	2'	20,048
Orange - Dogburn Rd. & Peck Lane	20'	2' at W.R.R.	21,582
Redding-Gallows Hill Rd.	14'	2'	34,521
Ridgefield - Creamery Lane, North St. & Whipstick Rd.	14'	2'	22,305
Southbury - Judd Rd.	14'	2'	20,390
Southbury - Burr Rd.	14'	2' - 4'	23,920
Stafford - Gulf & Colburn Rds.	16'	2'	20,234
Torrington - Weed Rd.	18'	2'	36,026
Trumbull & Shelton - Booth Hill Rd.	16'	3'	25,776

The average cost per mile for all work on the respective Federal Aid System at current prices is as follows:

Fedral-aid-Primary - Rural	$ 240,000 per mile
Federal - aid - Urban	1,210,000 " "
Federal- aid - Secondary	153,000 " "

Estimate of Future Highway Needs

The Connecticut State Highway Department, at the request of the American Association of State Highway Officials in connection with proposed federal aid legislation by the Congress, made a study of the adequacy of the roads on the federal aid system and what would be required in terms of construction, reconstruction, and improvement to bring them up to modern standards. Following this study, the Department extended its study to cover the road needs of all classes of state highways. The Department considered not only all roads now in the State highways system, but also 418 miles of roads which had been designated by the General Assembly as trunk lines but which had not yet been accepted as State highways and roads which while still under local control had been designated as part of the federal aid system. Thus the estimates included needed improvements upon the 3,465 miles of road as follows:

State Highway System for Purposes of Estimating Future Needs

Federal Aid Interstate	247
Federal Aid Primary	790
Federal Aid Secondary	1,013
Parkways	82
Other State Highways	815
Local Federal Aid Roads	137
Unimproved Trunk Lines	381
TOTAL	3,465

In arriving at the estimates, no allowance was made for construction of the uncompleted portions of the Wilbur Cross Parkway from Orange through Hamden since this construction is to be paid for eventually by tolls and will not represent a demand upon ordinary highway revenues.

The conclusion of these cost and mileage estimates as of January 1, 1948, can be summarized as follows:

1. The needed improvements are estimated to cost $524,415,000.
2. Present revenues fall far short of matching the highway needs.
3. 2,181 or 63% of the 3,452 miles are inadequate as compared to ~~1,561 of the~~ modern highway design standards.
4. 1,561 of the 2,181 miles needing improvement are on the Federal aid systems, which are the heaviest travelled portions.

5. Due to the wide variance in cultural development in Connecticut, there is a very great difference in the cost per mile values of the various systems. The average over-all cost of the improvementsis calculated at $248,000 per mile, but this is an average of such extremes as $1,147,000 per mile on the urban sections of the Interstate system and only $70,000 per mile on the rural sections of the unimproved trunkline system. These cost per mile values include all construction, bridge, and right of way costs.

6. There is a wide range in traffic volumes that must be served. On the urban interstate system the average daily traffic is 12,200 vehicles while on the rural unimproved trunk line system the average daily traffic is only 200 vehicles. An average value on the sections requiring improvement is 2,880 cars a day.

IV - PRESENT ORGANIZATION OF STATE HIGHWAY DEPARTMENT AND PROPOSAL FOR CHANGE IN CERTAIN PRACTICES AND THE ABOLITION OF CERTAIN COMMISSIONS.

The organization of a State Highway Department, if it is to serve effectively the transportation needs of a particular State, must of necessity be indigenous to the State and its environment, influenced by its traditions and folk-ways as well as shaped by its laws. A study of various highway organizations reveals that there are almost as many different forms of organization as there are states. Certain norms or organizational patterns exist in many states, but administration varies widely from state to state. Functions gravitate toward the ablest men and are in turn shaped by them.

The Connecticut Highway Department probably lies as far from the norm of organization as any state.

With the rapidly expanding function of the State Highway Department over the past decades the external as well as internal ~~service~~ structure of the Department has been modified from time to time for the more efficient performance of its tasks. It is recognized principle of public administration that structure depends upon function. The structural organization of the Highway Department has been modifed as new and major functions have been undertaken.

The administrative responsibility of the Department was initially lodged in a three-man commission appointed by the Governor. Within two years, however, it was recognized that a multi-headed Commission was not efficient because of divided responsibility. The department continued under a single-headed executive since 1897.

The internal organization of the Department has not always reflected a consistent policy of delegated authority and clear-cut responsibility. Over the years the pendulum has swung back and forth

between centralization and decentralization of administration. There are four clearly defined periods or patterns of administrative control, the first of which was an era of extreme decentralization.

Today, the department is set up under eight functional bureaus of Business Administration - Highway Maintenance, Roadside Development, Engineering and Construction, Highway Boundaries and Rights-of-Way, State and Town Aid, Planning Studies and Materials Engineering responsible directly to the Chief Engineer and to the Highway Commissioner.

Certain structure and procedures of the State Highway Department were reorganized and put into effect on December 1, 1949, the principal phase of which include, the establishment of a Bureau of Traffic-Planning-Design, the creation of a Technical Staff for advisory purposes, the decentralization of field command by the establishment of four administrative districts, and the integration of all highway maintenance under one supervisory authority. The plan as proposed is being carried on within the legislative appropriation and without increase of total personnel. It is a plan sound in conception which should be effective in practice.

This present trend in the administrative policies of the department, however, is a swing back from the concentration of authority and responsibility in the Hartford office toward a decentralization of certain functions to the district offices while maintaining definite control of policy and procedures at the headquarters of the Department. It may be said to mark the fourth distinct period in the shift back and forth between decentralization and centralization.

Conclusion

The Commission on State Government Organization is directed to "study all the functions of the State government, ascertain as far as practicable, all duplications of service and effort, determine the most economical method of furnishing the present state service and recommend the abandonment, modification or consolidation of any existing departments and the creation of such new departments as may be required for the most economical operation of the state government."

As a result of a careful study of the organization and activities of the Connecticut State Highway Department, it is concluded that the structural organization of the Department as proposed is well designed to achieve efficient and economical operation. The Department enjoys and has enjoyed for many years the reputation of being one of the best administered highway departments in the country. It is one of the conclusions of this survey.

There have grown up, however, a series of related highway activities that have arisen out of the past practice of creating new commissions for certain new and specialized functions. These commissions are today either advisory in function and should not undertake any administrative function, or where they perform certain administrative duties should be consolidated with related functions

in the interest of efficiency and economy. In keeping with the broad purposes of the Commission on State Government Organization eight specific recommendations are made.

1. It is recommended that the State Highway Department remain as a separate independent unit among the operating departments of the State Government.

The work of the State Highway Department is now clearly defined and constitutes one of the essential services of modern government. There would appear to be little to be gained and much to be lost in merging the Highway Department in a Department of Public Works in Connecticut. The public works owned by the State, aside from the highways, are practically all institutions. Building construction and maintenance have little in common with highway construction and maintenance. It would be difficult for the State to secure a man who would be well versed in each field for the top position. In the lower technical positions, drafting, surveying, etc., alleged advantages of flexibility are doubtful.

Furthermore, the work of highway construction and maintenance has become so complex and exacting that to assign this task to a department which is also made responsible for other important public works activities would risk the partial neglect of either one or the other function of government. There would in short, appear to be few advantages of consolidation.

The disadvantages in consolidation are many and varied. The principal one of these is the ever-present danger of a strictly political appointment to the Commissionership of the consolidated Public Works Department. Since it would be most unlikely that a single man qualified in both fields could be secured to head the Department, the likelihood is that the top man would be chosen for political reasons, witha qualified top subordinate in charge of each division of the department. Under such a circumstance, the disadvantage would range all the way from the mere wastage of the salary of the Commissioner, to political interference with the work of his subordinates.

The highway department should remain as a separate independent Unit of State Government.

2. It is hereby recommended that the sound policy of a single executive be continued.

In 16 states, the Highway Department is headed by a single executive who is neither aided or advised by a Board or Commission of any kind. These states are as follows - Alabama, Connecticut, Idaho, Illinois, Kentucky, Missouri, Minnesota, Nebraska, New Hampshire, New Jersey, New York, Ohio, Pennsylvania, Rhode Island, Tennessee. Two of these - Illinois and Michigan - have optional provisions for advisory boards, but these have not been appointed in recent years.

Multi-member boards or Commissions exist in the highway organizations of the remaining 32 states. In four of these states, however, - Georgia, Louisiana, West Virginia and Washington, the Commission is limited to an advisory role by law and thus, in practice, the department is closely akin to a single executive department. Full-time commissions are specifically designated to administer highway departments in only seven states, Indiana, New York, Massachusetts, Oklahoma, South Dakota, Utah and Wisconsin - although in Florida, Iowa, Maine and Texas, salaries are paid to members for administration service. There are thus varied classes of commission type organizations.

While there is no uniform type of organization, it is significant that within the past ten years four states have abandoned the Commission form in favor of single executive organization. No state in this same period has changed from a single executive to the Commission form.

The single executive combines the sound administrative principle of responsibility commensurate with authority. It is particularly suited to the Connecticut State Highway Department and should be continued.

3. It is hereby recommended that the Highway Fund be abolished as a dedicated fund and together with all special funds be included in the General Fund and be subject to budgetary controls.

The existence of dedicated funds is the greatest single obstacle to the sound administration of the finances of a State. Such special funds are largely responsible for the intricate and confusing financial reports and accounting procedures; they impose restrictions upon the legislature in the expenditure of state moneys. So long as such special funds continue, a unified system of expenditure control cannot be achieved. In a word, dedicated funds are incompatible with a thorough budget system and seriously impair effective budgetary control of State expenses.

But what is more, dedicated funds are violative of a fundamental principle of responsible government. No one unit of state government should live to itself alone. Each unit is a part of the vast governmental machine operating for the benefit of the people as a whole. Modern government, moreover, has become too complex; its functions too numerous and varied to allow the continuance of this antiquated practice of dedicated funds. The single factor in determining what a department of state government is allowed to spend should be the public value of its services.

While logic and sound fiscal policy supports the abolition of dedidated funds, there has developed particularly since 1928, a movement among the states which may well have a contrary effect; namely, the movement to prohibit the diversion of highway user revenues by constitutional amendment.

Twenty-one states now have amendments in their constitutions designed to dedicate highway user revenues to road use. They are

as follows: - California, Colorado, Iowa, Kansas, Kentucky, Maine, Massachusetts, Michigan, Minnesota, Missouri, Nevada, New Hampshire, North Dakota, Ohio, Oregon, Pennsylvania, South Dakota, Texas, Washington and West Virginia. In Tennessee, the amendment has been approved for a referendum. Several other states have taken steps to set up in their laws temporary safeguards against diversion.

Typical of the constitutional provisions against diversion is the amendment adopted by the people of Massachusetts in November, 1949

"Art. 78. No revenue from fees, duties, excises or license taxes relating to registration, operation or use of vehicles on public highways, or to fuels used for propelling such vehicles, shall be expended for other than cost of administration of laws providing for such revenue, making of refunds and adjustments in relation thereto, payment of highway obligations, or cost of construction, reconstruction, maintenance and repair of public highways and bridges and of the endorsement of state traffic laws; ; and such revenue shall be expended by the commonwealth or its counties, cities and towns for said highway purposes only and in such manner as the generalcourt may direct; provided, that this amendment shall not apply to revenue from any excise tax imposed in lieu of local property taxes for the privilege of registering such vehicles."

There exists no such constitutional prohibition in Connecticut. It is merely a legislative prohibition which has been consistently followed over two decades.

The case for a single or general State Fund rests upon the sound basis of better budgeting, unified control or expenditures, simplified accounting, and a more complete control of State finances.

4. It is recommended that the Merritt Parkway Commission be abolished; that its powers and duties regarding the regulation of traffic be delegated to the renamed State Traffic Committee and that all other powers and duties be delegated to the Highway Department.

The parkway was built by the Connecticut State Highway Department in accordance with its own standards under contracts awarded by the State Highway Department without approval of the Parkway Commission.

The Parkway Commission has no control over the funds from which the parkway was built. The $16,000,000 borrowed by Fairfield County for parkway purposes was made available to and expended by the State Highway Commissioner in the same manner which he draws on regular highway funds. The State is obligated to amortize the bonds annually, together with the interest on the principal outstanding. This amount to be paid to Fairfield County.

The maintenance of the payment of the Merritt Parkway has been borne by State Highway Department funds in accordance with state standards and inno case upon the direction of the Merritt Parkway Commission.

The Parkway Commission, though they were to have exclusive control of the licensing of concessions thereon "under the law" have shared that control by advice of the Attorney General being a party to such licensing with the Highway Commission.

The Parkway Commission has received no legislative appropriations for administration since its establishment in 1931; it has received but a token allocation of funds wholly inadequate for the proper performance of full administrative functions even in the bienniums of 1945-47, and 1947-49.

The General Assembly in providing for the extension of the Parkway system vested no administrative powers in the Parkway Commission but rather centered in the State Highway Commissioner the duty of such an extension and outlined the basis on which this extension should be financed by tolls collected on the Merritt Parkway and Wilbur Cross Parkway.

With the opening of the tunnel at West Rock in November, 1949, and the completion of the last link in the Wilbur Cross extension, its powers and duties should be delegated to the State Highway Department and related State Agencies.

5. It is recommended that the three Bridge Commissions be consolidated into one Commission by appropriate legislation that will not impair the obligation of contract of the several Commissions with the bondholders and that upon the retirement of the bridge bonds, that the proposed Commission be abolished.

There are today three bridge commissions:

1. East Hartford-Hartford Bridge Commission
2. Groton-New London Bridge Commission
3. Old-Lyme-Old Saybrook Bridge Commission.

These commissions were set up by statute to administer the operation and maintenance of each of these bridges which were erected as toll facilities at different times; the first of these to be opened to traffic was the East-Hartford-Hartford Bridge.

The members of each Bridge Commission are five in number and are appointed by the Governor for three-year terms. They are for the most part local business and professional leaders of ability and civic pride. They serve without compensation although they may employ such assistance and spend such money as may be necessary in the performance of their duties.

It is asserted that under the bond indenture that these Commissioners cannot be abolished, though it is admitted that their administration could be efficiently carried on by the Highway Department.

In view of this legal question about the abolition of the Bridge Commissions, it is the opinion of competent legal advisers that the Commission could be consolidated into one Commission under the general direction of the State Highway Department by special legislation which would not impair the obligation of contract with the bondholders. Upon the retirement of these bonds, this proposed consolidated bridge commission should be abolished.

6. It is recommended that the State Traffic Commission be abolished, that the coordinated activities now performed by the Highway Department, Department of Motor Vehicles and State Police Department be continued by an interdepartmental Committee

The State Traffic Commission, composed of the Commissioner of Highway, State Police and Motor Vehicle Division, has by statute authority to establish speed limits, to regulate traffic, erect signs, paint guide lines and insure the orderly and safe movement of traffic. Its main purpose is to standardize traffic control signals and markings. It serves as the legal traffic authority on all types of roads in the State. It also undertakes traffid surveys upon request in any part of the State and sets speeds in accordance with its powers.

At present, this Commission operates without legislative appropriation, office or staff. Expenditures are met from funds from one or more of the Departments and staff personnel are similarly made available for special projects.

The State Traffic Commission should be abolished but its policy-making function should be continued in cooperation and on an inter-departmental basis. Such a State Traffic Committee might be properly related to the Department of Motor Vehicles which is primarily charged with the enforcement of speed laws.

7. It is recommended that the Highway Safety Commission be abolished and that its powers and duties be transferred to the Department of Motor Vehicles with power to appoint an Advisory Committee to assist in highway safety.

Connecticut has been a pioneer in highway safety for years; it has merited three National Traffic Contest "grand Awards" and countless other honors.

The success of the efforts in Highway Safety are due in no small measure to the Highway Safety Commission which serves not only as a coordinating agency of State Policy, Highway, Education and Motor Vehicles Departments, but of numberless local town safety committees. The Commission carries on a continuous and effective educational campaign, to make Connecticut "Safety Conscious"; an objective which they have in large measure attained.

The members of the Commission - twenty-one in all - who are appointed by the Governor, serve without compensation for a period of six years as an act of public service. The active direction of the work rests upon eight employees operating with a modest budget of approximately $23,000.00 Here is an objective of such surpassing public importance and a service of such inestimable value that the work should be continued whatever the financial outlay.

The Commission should be abolished, but an Advisory Committee set up to carry on the important work of the Commission. The members of the Committee might well be appointed by the Governor, upon the recommendation of the Commissioner of the State Department of Motor Vehicles, with which department this Advisory Committee would be functionally related.

8. It is recommended that the State Highway Commissioner be given authority by law to designate an integrated system of Town roads, and that a formula for the distribution of and for such roads based on locally improved road, be adopted.

Town Aid was officially established in Connecticut when the State Legislature made the first appropriations for local road purposes; they are today annual grants. There are two basic acts for such annual grants.

As originally planned, the monies as appropriated for Town Aid were devoted to the improvement of town roads: the Division of Design and Construction of the State Highway Department aided in the preparation of contract drawings. The function of the State Aid agent was to negotiate the agreements between the local officials and the Highway Commissioner.

With the broadening of the provisions of this aid to include road maintenance, materials were purchased for the town by the State Highway Department. The task of the Bureau of Town and State Aid has become largely one of supervision and inspection of the work done by force account with equipment either owned or rented by the towns. It also involves the auditing of all accounts before reimbursement by the State Highway Department of the grants to the several towns.

Most of the travel in Connecticut is on urban streets and rural state highways; very little travel is on rural town roads. 54 percent of the miles traveled are on urban streets, 39½ percent on rural State highways and 6½ percent on rural town roads.

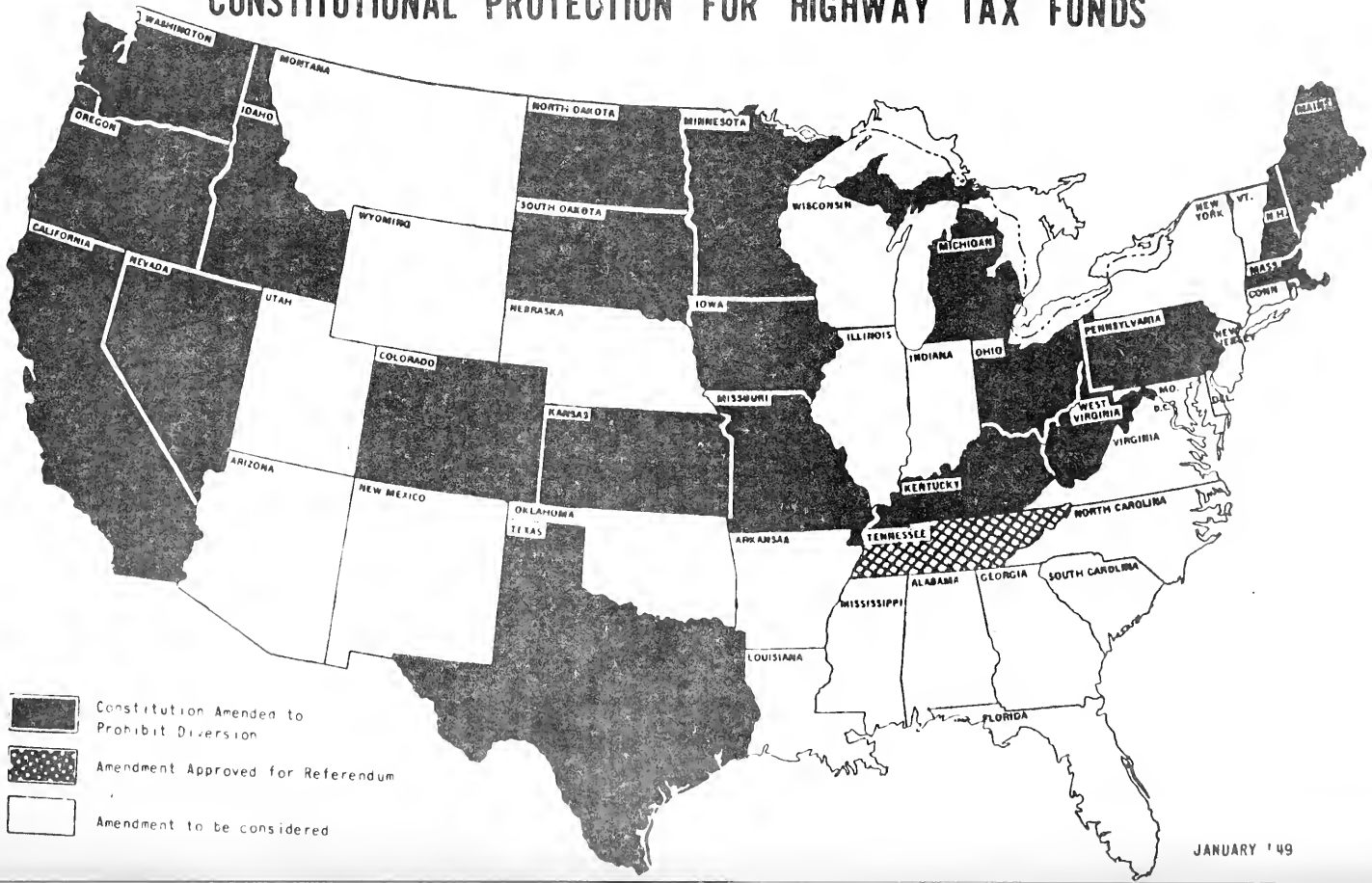
The State system itself provides the connecting links between rural towns and the urban cities. The money spent on these rural roads is out of all proportion to their use to the motoring public who bears the cost of this grant.

Due to the multitude of local units of government subject to political pressure, there are varying degrees of efficiently in management with an inevitable wastage of public funds. Only a thorough-going inquiry will disclose the extent both of the inefficiency and the resultant wastage.

Two recommendations are respectfully submitted to meet this challenge to efficient government; first that the Highway Commissioner be vested with the authority by law to designate an integrated system of town roads and second, the establishment of an objective formula under which local road mileage would be placed on a grant per mile of locally improved roads to be reduced by the percentage of State road mileage to the total road mileage in each town.

The public interest would be served by the adoption of these two steps.

GROWING NUMBER OF STATES PROVIDING CONSTITUTIONAL PROTECTION FOR HIGHWAY TAX FUNDS



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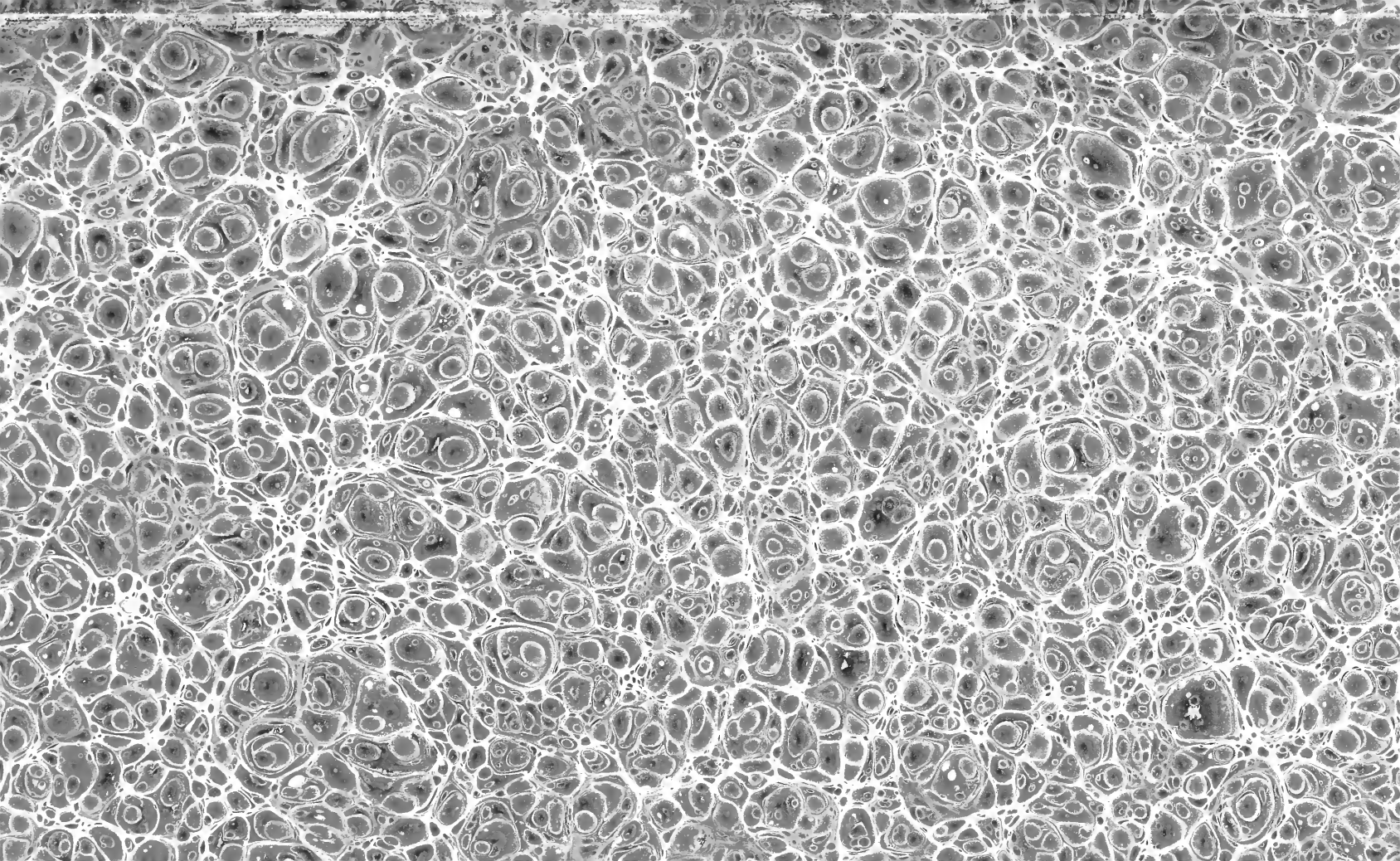


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